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FOR ACTION

RECOMMENDATION FOR FUNDING FOR THE SHORT-DURATION COUNTRY PROGRAMME**/

Haiti

SUMMARY

The present document contains a recommendation for funding from general resources and supplementary funds of the programme for Haiti with a duration of two years to support activities for which the country programme is under preparation. The Executive Director recommends that the Executive Board approve the amount of $2,754,000 from general resources, subject to the availability of funds, and $15,000,000 in supplementary funds, subject to the availability of specific-purpose contributions, for the period 1998-1999.

*/ E/ICEF/1997/P/20.

**/ The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 1996. The figures are contained in the "Summary of 1997 recommendations for general resources and supplementary funding programmes" (E/ICEF/1997/P/L.18).

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Basic data (1995 unless otherwise stated)

Child population (millions, 0-17 years)	3.3
U5MR (per 1,000 live births)	124
IMR (per 1,000 live births)	71
Underweight (% moderate and severe)	28
Maternal mortality rate (per 100,000 live births) (1990)	1,000
Literacy (% male/female)	48/42
Primary school enrolment (% net, male/female)	25/26
Primary school children reaching grade 5 (%)	47
Access to safe water (%)	37
Access to health services (%)	60
GNP per capita	$250
One-year-olds fully immunized against:	
tuberculosis:	68 per cent
diphtheria/pertussis/tetanus:	34 per cent
measles:	31 per cent
poliomyelitis:	34 per cent
Pregnant women immunized against:	
tetanus:	49 per cent

THE SITUATION OF CHILDREN AND WOMEN

1. Haiti is the poorest country in the western hemisphere and also occupies the lowest place in the human development indicator ranking (148th/174 in 1995). The new governmental and parliamentary institutions must therefore take radical action to combat poverty while carrying out a difficult transition to democracy and protection of human rights. This is the context in which the Government has redefined its governmental role and its regulatory functions vis-à-vis the non-public sector, which has traditionally provided the bulk of social services.

2. The problems of survival, protection and development confronting Haitian women and children can be appreciated from the low social indicators, which are due mainly to: (a) the State's weak institutional capacity, particularly with regard to planning, management and monitoring; (b) Haitian society's unfavourable perception of the place and role of children and women; and (c) the transition from a culture of dictatorship to the practice of democracy, which implies profound social changes designed to take rights into account and gradually incorporate them in the Government's legislation and policies.

PROGRAMME COOPERATION, 1995-1997

3. The 1995-1997 programme represented a transition from an emergency programme to a development programme. The main goals were to: (a) help to

check or reverse the tendency for rapid deterioration in the situation of children by means of direct sectoral actions and advocacy; (b) promote respect for the rights of children and the status of women at all levels of society; (c) strengthen the capacity of community organizations to deliver better services for the country's children and women, better preparation of communities to deal with emergencies and, in the medium and long terms, to empower communities; and (d) help to attain the objectives adopted by the World Summit for Children.

4. The programme has made it possible to: (a) provide a broad range of basic services to improve the health, nutrition and development of children and women; (b) strengthen the capacities of the various partners (Government, municipalities, non-governmental organizations (NGOs); (c) empower communities, particularly in the three areas of intervention of the community organization/women programme; and (d) conduct advocacy based on the promotion of the Convention of the Rights of the Child, ratified in December 1994, and support this action by revision of Haitian legislation concerning children.

Lessons of recent experience

5. The following lessons have been drawn from the 1996 mid-term review and appraisal of the country programme: (a) a broad partnership embracing the many components of civil society (NGOs, locally elected officials, media) has proved a very effective means of delivering services and conducting advocacy. However, in future the choice of partners should be more selective (in particular NGOs) and facilitate leadership by the Government in this area; (b) the programme strategies proved relevant to the political conditions prevailing at the time and consistent with the cooperation objectives; however, the synergy between the programmes should be strengthened; (c) increased attention should be given to the viable actions instead of to ad hoc and reactive ones; and (d) programme monitoring and evaluation should be further developed in order to provide a clearer picture of the results and impact of the measures taken.

6. As a result of the delays in establishing institutions, the slower-than-expected development of institutional capacities, and the wish to harmonize cycles within the United Nations system, the Government and UNICEF have recommended the renewal of a short-duration programme. This period of transition will enable institutions and cooperation capacities to mature and will allow for more detailed consideration of the directions to be taken. This latter exercise will be sustained by the development of small-scale innovative experimental approaches.

7. The mid-term review prompted the Government to become more deeply involved in the current programme, which had been prepared in the context of a return to constitutional order. In future this should facilitate the implementation and coordination of the updated programme.

8. Discussions with the main donors and the partners of UNICEF in the implementation of this short-duration programme have revealed intentions to contribute supplementary funds which will be generally sufficient to cover the components mentioned below.

RECOMMENDED PROGRAMME COOPERATION

Estimated annual expenditure

(In thousands of United States dollars)

	1998	1999	Total
General resources			
Health and nutrition	252	252	504
Basic education	175	175	350
Water and sanitation	90	90	180
Community empowerment	210	210	420
Rights of children and women	100	100	200
Intersectoral expenditures	550	550	1,100
Subtotal	1,377	1,377	2,754
Supplementary funds			
Health and nutrition	2,500	2,500	5,000
Basic education	2,000	2,000	4,000
Water and sanitation	1,500	1,500	3,000
Community empowerment	800	800	1,600
Rights of children and women	700	700	1,400
Subtotal	7,500	7,500	15,000
Total	8,877	8,777	17,754

Programme preparation, objectives and strategies

9. This interim programme has been made necessary by the major rehabilitation effort initiated by the Haitian State following the recent years of crisis. It will also make it easier to harmonize the programming and budgetary cycles with those of other United Nations agencies. The programme has been prepared in close collaboration with the Government's partners, NGOs and the United Nations agencies in order to ensure a complementary approach. It is part of the global plan of action drawn up by the Government for its cooperation with the international community.

10. The cooperation programme has been restructured to improve the integration of the activities. These activities have been concentrated in the districts in which UNICEF has already acquired experience of multilateral cooperation over recent years. The current area of concentration (four sub-areas) will be subdivided for the implementation of two strategies: (a) introduction of innovative methods (community empowerment, basic education,

revitalization of primary health care/health and nutrition services); and (b) continuation on a permanent basis in the two other earlier areas and medium-term disengagement.

11. The experimental programmes will be carried out on a small scale in a peri-urban (Port-au-Prince) and a rural area (North-West department) in order to improve the living conditions of children and women in these areas and to serve as a model in the preparation of national policies. The monitoring and evaluation mechanisms will facilitate the subsequent use of the results on a large scale.

12. In the health and nutrition programme the critical survival activities will be maintained at the national level and this period will be used to ensure that the Government and the other partners take cognizance of these activities. The emphasis will be on the revitalization of the health systems in the two areas of concentration, developing a Bamako Initiative model in conjunction with the other bodies directly involved, such as the World Health Organization (WHO), as in the case of the joint UNICEF/WHO/Health Ministry anti-measles campaign in 1995.

13. The community empowerment programme will continue to support the study of the problems encountered by communities in all the priority areas of development, paying particular attention to problems connected with health, safe water supply, sanitation and basic education. It will constitute a more effective basis for activities under the water and sanitation and basic education programmes by selecting communities on the basis of cross-programme criteria.

14. The water and sanitation programme will continue to extend the cover of the water-supply and sanitation services in the areas in which UNICEF is concentrating its assistance. It will be strengthened by means of improved integration of the planning of the two components and the preparation and implementation of a hygiene-education strategy. Only sustainment activities (establishment of maintenance systems) will be carried out in the former areas. Close coordination is ensured in this sector, through the Ministries of Public Works and Agriculture, with WHO, the United Nations Development Programme (UNDP) and the Inter-American Development Bank (IDB).

15. In the basic education programme teacher training and the provision of school equipment and supplies will take place within the framework of innovative approaches to education both in the existing formal system and in a more flexible system. The activities will help to incorporate life skills in the curriculum, introduce innovations in teaching methods to increase the numbers of children aged six to 15 completing the course despite the great age disparities in a single class, and develop an early-childhood policy. The development of a complementary non-formal approach will improve the attendance and completion rates for the other children at present excluded from the system. These two approaches will be integrated at the community level. They will complement the large-scale activities of the World Bank and IDB and will link up with the United Nations Educational, Scientific and Cultural Organization (UNESCO) at the level of primary education.

16. The programme on rights of children and mothers will support the

revision of the legislative framework in accordance with the Convention on the Elimination of all Forms of Discrimination Against Women. It will be based on advocacy for the implementation of the new legislation concerning children, which will have been enacted by the Haitian Parliament under the ongoing programme, and for the adoption of a national policy for children.

Monitoring and evaluation

17. The monitoring and evaluation activities will cover: (a) the implementation of the cooperation programme; (b) the strengthening of the capacity to monitor the situation of children both at the governmental and at the community level. The improvement the monitoring of health indicators by means of the sentinel site methodology and the water and sanitation management systems (established by WHO and UNICEF) will be continued, and the other possibilities of improving the routine information systems will be explored. A system for monitoring the quality of education will be established in collaboration with UNESCO.

18. An integrated monitoring plan has been drawn up to act as a means of steering the cooperation programme. It is based on the indicators specified in each programme. Programme reviews will be carried out annually in conjunction with the partners in order to evaluate the programme's implementation and effectiveness.

Programme management

19. The programmes will be coordinated by the Ministry of Planning and External Cooperation. The programmes and projects are implemented jointly by various technical departments and NGOs. Programme management will benefit from the close coordination of the various disciplines found among the personnel of the UNICEF office, and especially among the members of the broader partnership, designed to secure an interdisciplinary convergence of experience in the implementation of the programme activities.

TABLE
LINKAGE OF PROGRAMME BUDGET AND STAFFING/STAFF COSTS

COUNTRY : HAITI
PROGRAMME : 1998-1999

PROGRAMME SECTION/AREAS AND FUNDING SOURCE	PROGRAMME BUDGET				POSTS a/										STAFF COSTS b/		
	GR	FSF	NSF	TOTAL	D2/L7	D1/L6	P/L5	P/L4	P/L3	P/L2	IP	NP	GS	TOTAL	IP	LOCAL	TOTAL
GENERAL RESOURCES:																	
HEALTH AND NUTRITION	504,000			504,000	0	0	0	0	0	0	0	1	0	1	0	102,729	102,729
BASIC EDUCATION	350,000			350,000	0	0	0	0	0	0	0	1	0	1	0	102,729	102,729
WATER AND SANITATION	180,000			180,000	0	0	0	0	0	0	0	0.5	0	0.5	0	51,366	51,366
COMMUNITY EMPOWERMENT	420,000			420,000	0	0	0	0	0	0	0	2	0	2	0	167,971	167,971
CHILDREN'S AND WOMEN'S RIGHTS	200,000			200,000	0	0	0	0	0	0	0	0.3	0	0.3	0	24,806	24,806
CROSS-SECTORAL COSTS	1,100,000			1,100,000	0	0	0	1	0	0	1	3	5.5	9.5	275,249	484,500	759,749
TOTAL GR	2,754,000			2,754,000	0	0	0	1	0	0	1	7.8	5.5	14.3	275,249	934,101	1,209,350
SUPPLEMENTARY FUNDING:																	
HEALTH AND NUTRITION		0	5,000,000	5,000,000	0	0	0	1	0	0	1	2	3	6	275,249	249,451	524,700
BASIC EDUCATION		0	4,000,000	4,000,000	0	0	0	1	0	0	1	1	1	3	275,249	130,904	406,153
WATER AND SANITATION		0	3,000,000	3,000,000	0	0	0	0	0	0	0	1.5	3	4.5	0	211,488	211,488
COMMUNITY EMPOWERMENT		0	1,600,000	1,600,000	0	0	0	0	0	0	0	0	1	1	0	21,309	21,309
CHILDREN'S AND WOMEN'S RIGHTS		0	1,400,000	1,400,000	0	0	0	0	0	0	0	0.8	0.5	1.3	0	88,504	88,504
CROSS-SECTORAL COSTS		0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL SF		0	15,000,000	15,000,000	0	0	0	2	0	0	2	5.3	8.5	15.8	550,498	701,656	1,252,154
TOTAL GR & SF	2,754,000	0	15,000,000	17,754,000	0	0	0	3	0	0	3	13.1	14	30.1	825,747	1,635,757	2,461,504
SUPPORT BUDGET		Operating costs		460,100	0	0	1	2	0	0	3	2	9	14	873,236	751,979	1,625,215
		Staffing															
GRAND TOTAL (GR + SF + SB)					0	0	1	5	0	0	6	15.1	23	44.1	1,698,983	2,387,736	4,086,719
	Number of posts and staff costs:																
	Current programme cycle										7	10	27	44			
	At the end of proposed programme cycle (indicative only)										6	15.1	23	44.1	1,698,983	2,387,736	4,086,719

GR = general resources
SF = supplementary funding
FSF = funded supplementary funding
NSF = new supplementary funding
IP = international Professional
NP = national Professional
GS = General Service
SB = support budget

a/ Each post, regardless of its funding source, supports the county programme as a whole.
b/ Excludes temporary assistance and overtime.